



This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

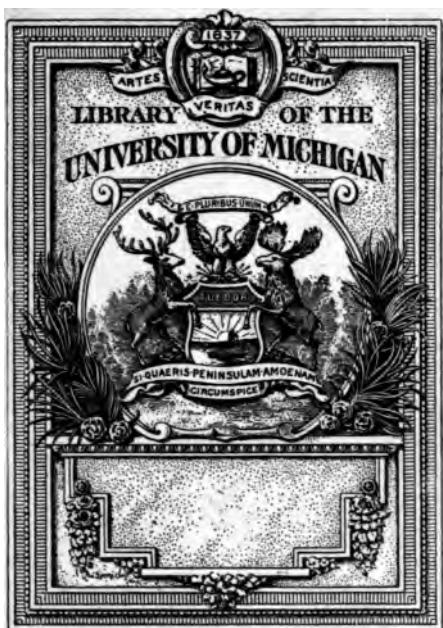
We also ask that you:

- + *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.
- + *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.
- + *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.
- + *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at <http://books.google.com/>

A 437026



LA
348
.C6
A3
: 1



CHILD ACCOUNTING IN THE PUBLIC SCHOOLS

THE SURVEY COMMITTEE OF THE CLEVELAND FOUNDATION

Charles E. Adams, Chairman
Thomas G. Fitzsimons
Myrta L. Jones
Bascom Little
Victor W. Sincere

Arthur D. Baldwin, Secretary
James R. Garfield, Counsel
Allen T. Burns, Director

THE EDUCATIONAL SURVEY

Leonard P. Ayres, Director

CLEVELAND EDUCATION SURVEY

**CHILD ACCOUNTING
IN THE PUBLIC
SCHOOLS**

LEONARD P. AYRES



**THE SURVEY COMMITTEE OF THE
CLEVELAND FOUNDATION
CLEVELAND • OHIO**



COPYRIGHT, 1915, BY
THE SURVEY COMMITTEE OF THE
CLEVELAND FOUNDATION

WM. F. FELL CO. PRINTERS
PHILADELPHIA



FOREWORD

This report on "Child Accounting in the Public Schools" is one of the 25 sections of the report of the Educational Survey of Cleveland conducted by the Survey Committee of the Cleveland Foundation in 1915. Twenty-three of these sections will be published as separate monographs. In addition there will be a larger volume giving a summary of the findings and recommendations relating to the regular work of the public schools, and a second similar volume giving the summary of those sections relating to industrial education. Copies of all these publications may be obtained from the Cleveland Foundation. They may also be obtained from the Division of Education of the Russell Sage Foundation, New York City. A complete list will be found in the back of this volume, together with prices.



TABLE OF CONTENTS

	PAGE
Foreword	5
List of Tables	9
List of Diagrams	10
The Annual School Census	11
Accuracy of School Census	13
Number of Children in Public Schools	15
Children Not in Public School	17
Boys and Girls Not in School and Not at Work	20
A More Accurate and Useful Census	22
Ages at Which Children Leave School	26
Grades at Which Pupils Leave School	30
Regularity of Attendance	35
Children Who Are Misfits	39
Children Who Are Over-age	40
Children Who Make Slow Progress	43
Children Both Over-age and Slow	44
Size of Classes	48
Compulsory Attendance	50
Opposition to the Compulsory Attendance Law	55
Work of the Truancy Division	60
Health Certificates for Children Who Go to Work	62
Summary	63

LIST OF TABLES

TABLE	PAGE
1. Children of each age reported by the school census of May, 1915, and number enrolled in the public schools in June, 1915	18
2. Pupils enrolled in public elementary, high, and normal schools in June, 1915	27
3. Pupils enrolled in the different grades of the public day schools in June, 1915	31
4. Number of pupils among each hundred beginners dropping out of school at each age and grade	34
5. Age and progress classification of children in elementary schools at close of year 1914-15	44
6. Per cent of children in each elementary school who are both over-age for their grades and making slow progress	47
7. Attendance in 1,791 classrooms in March, 1915	49
8. Approximate grade distribution of the boys and girls who were in the public schools in June, 1915, through the working of the new compulsory education provisions	53

LIST OF DIAGRAMS

DIAGRAM	PAGE
1. School attendance of children enumerated by the school census	19
2. Boys and girls of each age in the public schools	27
3. Number of pupils remaining in school at each age	29
4. Number of pupils enrolled in each grade	32
5. Number of pupils remaining in school at each grade	33
6. Progress of 10 typical pupils through the school system	35
7. Regularity of school attendance	38
8. Per cent of children in each age and progress group	45

11

CHILD ACCOUNTING IN THE PUBLIC SCHOOLS

Every year, in the month of May, Cleveland counts its children of school age (six to 21) and finds out which ones are attending public school, parochial school, private school, or no school. According to law, all children between the ages of eight and 15 should be in school, but nobody knows whether they are or not, because the returns of the yearly census are not tabulated so as to tell the essential facts about the children of any given age. For 1915, the returns tell us that there are about 171,000 children of school age in the district, that nearly 88,000 of them are in public schools, 34,000 in parochial and private schools, and more than 49,000 are not in any school. This last group is largely made up of those who are not of compulsory attendance age.

Each year after the census has been taken, the city reports to the state the number of children of school age who were enumerated, and receives about \$2.00 from state funds for each

one so reported. This is almost the only use made of the census returns.

The census reports 49,000 children of school age who are not in school, but the truant officer does not examine the returns to find out how many of them are of compulsory school age. The returns are not checked up with those of the Federal census to find out whether the school census has reported more or fewer children of school age than would normally be expected in such a city as this. The public schools record the number of children of each age attending them, but these figures are not compared with the school census figures. The school census returns are reported by districts and by wards, but the results are not used to find out which sections of the city are growing most rapidly and so may require new school buildings to accommodate the children.

The public schools exist for the purpose of providing education for all the children who do not attend elsewhere, and they are charged with the duty of seeing to it that every child of compulsory school age attends school somewhere. In order to discharge these duties, the school officials need to know how many children there are of each age in the district, who they are, where they are, and whether or not they are attending school. This information is essential

to meeting its duties efficiently and intelligently. At present the information is being gathered each year at large expense, but it is not being efficiently used nor are the figures so tabulated as to yield the important information that they contain.

ACCURACY OF SCHOOL CENSUS

A study of population statistics shows that in cities of the general social composition of Cleveland, the proportion of people in the population who are from six to 20 years of age is about 27 per cent of the entire population. Thus, according to the United States Census for 1910, the young people of these ages in the city of Chicago were 27.2 per cent of the entire population; in Cleveland they were 26.9 per cent; in Detroit 26.4 per cent; in Pittsburg 27.5 per cent; and in St. Louis 26.4 per cent. Corresponding figures for other cities and former censuses are closely similar. The ratio of children of these school ages to the entire population is a nearly constant ratio in cities of a similar sort.

In the year 1910, when the Federal Census was taken, there were in the city of Cleveland, according to the United States Census, 150,887 young people of from six to 20 years of age, of

whom approximately 147,800 were unmarried. In the same year the school census returned only 135,119. Thus the school census returned some 12,751 fewer unmarried children of these ages than did the Federal Census of the same year. For each subsequent year the Bureau of the Census at Washington has computed estimates of the population of Cleveland. Using these figures as a basis, we may compare the estimated number of unmarried children of school age for each subsequent year with the numbers returned by the annual school enumeration. —

These comparisons show that the school enumeration has fallen short of the probable true number of unmarried children of these ages in the city by nearly 16,000 in 1911, over 20,000 in 1912, over 18,000 in 1913, more than 9,000 in 1914, and nearly 3,000 in 1915. The aggregate shortage for the six years is apparently about 79,000.

Since the schools of Cleveland receive each year from state funds approximately \$2.00 for each child enumerated, these indicated shortages are equivalent to serious financial losses amounting to more than \$150,000 in the past six years. The Board of Education has now taken steps directed to the improvement of the accuracy and completeness of the annual school census.

NUMBER OF CHILDREN IN PUBLIC SCHOOLS

The school census enumerates the children in the city at each age from six to 21. Its tabulated returns also give the total number of children attending public schools, parochial schools, private schools, or no schools, at the time the census was taken, but they do not give these facts for the children of each age separately.

The returns for 1915 reported 87,760 children as attending the public schools during the third week in May. At the close of the school term the public schools compiled figures showing the ages of the children then enrolled in them and these figures are for the second week in June, or only two weeks later than the census figures. These public school figures showed that there were then enrolled 81,788 pupils, or nearly 6,000 fewer than the census has just reported as being in public schools. Here is a serious discrepancy. This is a difference of nearly 6,000 pupils which the census reported as attending public school and the public school did not report as being in attendance.

This discrepancy is probably to be accounted for in three ways. In the first place, some of the children reported by the census as being in public schools were probably six-year-old children enrolled in the public kindergartens. Since

the school records do not tell us the ages of kindergarten pupils, we cannot tell how many of them were six years old. It seems clear, however, that they cannot be very numerous and by no possibility could they account for any large proportion of this discrepancy.

A second and more important reason is probably based on the system of recording and reporting the enrollment of children in the Cleveland public schools. According to the system in use, a pupil who is absent for three consecutive days is dropped from the roll and no longer counted as belonging to that school. The fact that he is dropped from the roll does not, however, prevent his parent from reporting him as being in attendance at public school, and it is probable that this is just what happened in a large number of cases. It illustrates a seriously weak feature of the method used in counting enrollment in Cleveland. Almost the only object of dropping children from the roll after they have been absent for three days is to keep the enrollment down so that the attendance may always appear to be a high percentage of the enrollment and the school reports may make a creditable showing. That they never fail to do so is inherent in the method followed, for attendance must always be a high percentage of enrollment if it is so arranged that

the enrollment must always automatically fall whenever attendance seriously drops off.

The three-day rule referred to is in force in many parts of the country, but there is little to be said in its favor. It is mainly effective in deceiving the school officials and concealing real conditions. A better plan is to follow the example of New York City and consider all children as members of the school until it is definitely known that they are not going to return.

The third reason why the school census reported nearly 6,000 more children as being in the public schools than were then registered there is probably that the enumeration was somewhat inaccurate. Since its returns are not verified by being compared with the school records, there is no way to discover such possible inaccuracies.

CHILDREN NOT IN PUBLIC SCHOOL

The facts as to the number of children of each age reported by the census, and the number in public schools, as reported by the schools, are presented in figures in Table 1 and in graphic form in Diagram 1. In this diagram the upright columns are proportionate in height to the number of children of each age reported by the census and the part in outline is propor-

tionate to the number reported by the public schools as enrolled at the close of the year, while that in solid black represents the children not in public schools.

The first noticeable feature of Diagram 1 is that there are many more children at the ages

TABLE 1.—CHILDREN OF EACH AGE REPORTED BY THE SCHOOL CENSUS OF MAY, 1915, AND NUMBER ENROLLED IN THE PUBLIC SCHOOLS IN JUNE, 1915

Age	Census	In public schools
6	14,584	8,435
7	13,844	9,827
8	13,560	8,903
9	12,140	8,371
10	11,939	8,044
11	10,914	7,340
12	11,458	7,346
13	10,321	7,307
14	10,359	6,716
15	9,269	4,649
16	10,005	2,353
17	9,980	1,352
18	11,674	761
19	10,381	291
20	10,713	93
Total	171,141	81,788

of six, seven, and eight than there are in the upper age groups from 13 to 17. This is because the city of Cleveland has been growing rapidly during the past decade through accession of young men and women from other localities. The result is that there are at present in the city many more children of the youngest

school ages than are usually found in a city of this size. This largely explains the enormous increase in school population during the past few years and indicates that similar increases will continue for several years to come.

Another noticeable feature of the diagram is

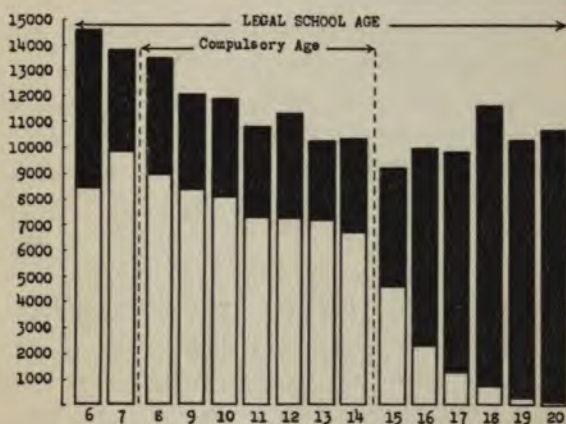


Diagram 1.—The columns represent the children enumerated by the school census as of each age from six through 20. Portion in outline represents children in public schools. Portion in black represents those not in public schools.

that more children are enumerated at each of the even ages than at the odd ages. Thus the returns show more children at the age of 12 than at 11 or 13, more at 14 than at 13 or 15, and more at 16 than at 15 or 17, and so on. This is not because more children are born every

other year or because more die every other year. It is because people who are not certain about their own ages or those of their children will oftener give an even number in answer to a question about their ages than they will an odd number. This is one of the errors always found in census taking.

The most important feature of the diagram is that the portion of the columns in black represents children not in the public schools and the number of these of compulsory attendance age amounts to more than 26,000. How many of these are in private and parochial schools no one knows. This information is gathered each year but is not tabulated.

In 1909 the figures of the school census were tabulated by separate ages with the result that they were found to report nearly 2,000 more children between the ages of eight and 14 in the schools than the schools reported as being in the city. Since then only bulk figures have been reported and the possibility of any close checking of the results has been lost.

BOYS AND GIRLS NOT IN SCHOOL AND NOT AT WORK

The returns of the school census suggest one more question of such grave importance that

Cleveland cannot afford to let it go unanswered. This is the question of the whereabouts of the boys 15 years of age who are neither at school nor at work and the girls who are 16 and 17 years of age and are neither at school nor at work.

At the close of the school year 1914-15, there were approximately 4,542 boys in Cleveland who were 15 years of age. The school records show that 2,358 of them were enrolled in the public schools. The records of the work certificates in force in the following September show that 499 of them were legally employed. Under the Ohio law, these boys should either be in school or, if at work, they should have work certificates. Apparently there were some 1,685 such boys in the city who were neither in public school nor at work. Undoubtedly some of these were enrolled in parochial or private schools, but unfortunately the figures do not enable us to state exactly what their number was.

A similar situation exists with respect to the girls of 16 and 17 years of age. At the close of the school year 1915, there were some 10,308 such girls in Cleveland. Of these, 1,843 were enrolled in the public schools, and in September there were 1,832 holding work certificates. This leaves 6,633 unaccounted for. Undoubtedly

some of them were enrolled in private schools and some of them were occupied in home duties.

Cleveland cannot afford to remain in ignorance concerning these 8,318 boys and girls who, apparently, were neither at work nor in the public schools. The years from 15 to 18 are among the most important in determining the futures of the young people of the city. The annual school census could be used advantageously to illuminate this most important problem. It would add little to the expense of the annual enumeration and greatly increase the value of the results if the enumerators were instructed to record whether or not the 15-year-old boys and 16 and 17-year-old girls were at work. Then if the census returns were tabulated by separate years, as they should be, the city would have a sound and available basis for studying the whereabouts of these young people.

A MORE ACCURATE AND USEFUL CENSUS

An accurate and complete school census is the foundation of any system of universal compulsory education. Unless there exists an accurate record of all the children, it is impossible to tell whether or not all of those who should be attending school. This is particularly true in

the larger cities, where it is impossible for the school officials to have personal acquaintance with all the families. It is in recognition of these facts that school censuses have been established. It is most unfortunate that the Cleveland school census should have dropped into comparative disuse until it is now little more than the basis for securing funds annually from the state.

In the interests of efficient school administration, there should be created within the offices of the Board of Education a permanent Division of School Census. The position of census clerk should be established and a competent person, unburdened with other duties, should be placed in charge. The method of tabulating the annual returns should be reorganized so as to show for the boys and girls of each year of age the number in public school, in parochial school, in private school, and in no school.

Each year the figures for public school enrollment, as gathered by the census, should be compared with the corresponding figures gathered by the public schools. Special care should be taken to discover the facts concerning the school attendance of the children of compulsory school age. This will involve recording the number of six-year-old children in kindergartens and it will necessitate careful follow-up

work to discover the whereabouts of the 14-year-old boys and the 14 and 15-year-old girls who should be in school and who are apparently dropping out of school in large numbers.

The card index files of the census should be completed so as to include the names of all residents of the city between the ages of six and 21. Each year, before the census is taken, cards should be filled out by each pupil in the public schools giving the name and address of the father and the names and ages of all the child's brothers and sisters. These data should be given to the census enumerators by districts as guides in locating all of these young people.

The work of the census office should be closely co-ordinated with that of the truant officer, for it is of little use to count all of the children each year and to record the facts concerning their school attendance if the information is not going to be used to improve the existing conditions. The school census should also record the results of each new enumeration on maps of the city in such a way as to show for all of the districts the amount of increase or decrease of child population. This information could then be utilized as an aid in shaping the building policy of the school system.

These duties are numerous and important. They can be successfully accomplished only by

a census clerk of decided ability. They are essential to securing efficiency in the administration of the compulsory attendance laws and they would contribute to the effectiveness of the work of the Board in deciding on building policies.

Fortunately these improvements can all be made without involving increased expense to the Board of Education. The school census is the one educational activity that brings an increased revenue as its own efficiency increases. For each child that it discovers and reports, \$2.00 is paid from the state treasury into local school funds. This is a most profitable procedure, for the discovery of the child costs far less than the \$2.00 which the state pays. Although the census has been increasing in efficiency during the past few years, it seems clear that there are still several thousand children of school age in the city who are not enumerated by the census. This means that, as a mere matter of dollars, it would be a profitable investment for the Board to spend several thousand dollars extra per annum in increasing the efficiency of this work, if this expenditure resulted in securing nearly complete returns.

Already several of the improvements suggested have been undertaken, and that they have been effective is indicated by the fact that

the school census for 1915 fell short of the computed expectations by several thousands less than did any of its recent predecessors. The efforts now being made by the Board and by the Clerk of the Board to increase the effectiveness of the census deserve hearty support and should be continued until the annual enumeration becomes a thoroughly efficient system of child accounting.

AGES AT WHICH CHILDREN LEAVE SCHOOL

The number of children of each age enrolled in the public schools in June, 1915, has already been shown. The figures are again presented in Table 2 and Diagram 2, but this time the data are given separately for boys and girls.

Table 2 shows the number of boys and the number of girls of each age enrolled in the schools in June, 1915. These facts are presented in Diagram 2, in which the upright columns are proportionate to the number of pupils at each age. The portion in outline in each case represents the boys, and that in black represents the girls. It will be noted that at each age up to 17 there are somewhat fewer girls than boys, and this difference is a fairly constant one. From the age of seven to the age of 10 there is a steady falling-off of pupils

TABLE 2.—PUPILS ENROLLED IN PUBLIC ELEMENTARY,
HIGH, AND NORMAL SCHOOLS IN JUNE, 1915

Age	Boys	Girls	Total
6	4,255	4,180	8,435
7	5,012	4,815	9,827
8	4,496	4,407	8,903
9	4,268	4,103	8,371
10	4,093	3,951	8,044
11	3,747	3,593	7,340
12	3,700	3,646	7,346
13	3,676	3,631	7,307
14	3,445	3,271	6,716
15	2,358	2,291	4,649
16	1,190	1,163	2,353
17	672	680	1,352
18	403	358	761
19	135	156	291
20	41	52	93
Over 20	..	22	22
Total	41,491	40,319	81,810

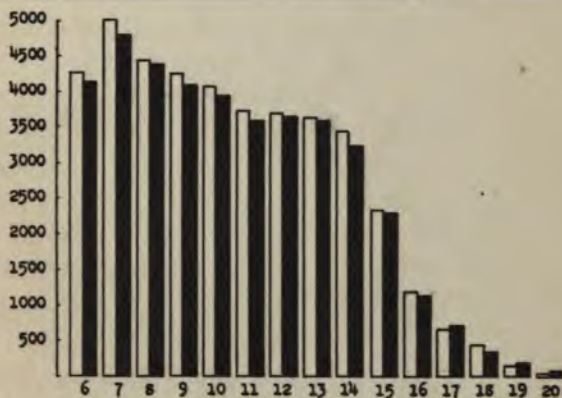


Diagram 2.—The columns represent the pupils enrolled in the public elementary and high schools in June, 1915. The columns in outline represent the boys and those in black represent the girls at each age from six to 20.

at each age. This is due to the fact that there are fewer children in the schools as well as fewer in the city at each upper age than at each lower one. The number of pupils in school at the ages of 11, 12, and 13 is almost exactly constant. At the age of 14 there is a distinct falling-off, indicating that not a few children anticipate the conclusion of the compulsory attendance period and drop out of school without waiting. At the age of 15 there is a notable falling-off in numbers, and the impressive feature of this falling-off is that it is as great for the girls as it is for the boys. This reveals an important situation, for the compulsory attendance law requires all girls to remain in school up to the age of 16, whereas it permits boys to leave at the age of 15. The figures present convincing evidence that this feature of the law is almost entirely inoperative, and indicate that if it were the same for both sexes, the results would be much the same as they are now.

Careful computations have been made to find out at what ages the pupils drop out of school in this city. An approximately correct answer is presented in Diagram 3, in which the upright columns represent the number of pupils among each hundred beginners who remain in school at each age. In general terms, the figures show that practically all remain to the age of 12.

By 14, one in six has left; by 15 nearly half of them have gone; by 16 two-thirds have dropped out; and by 17, only one in five remains.

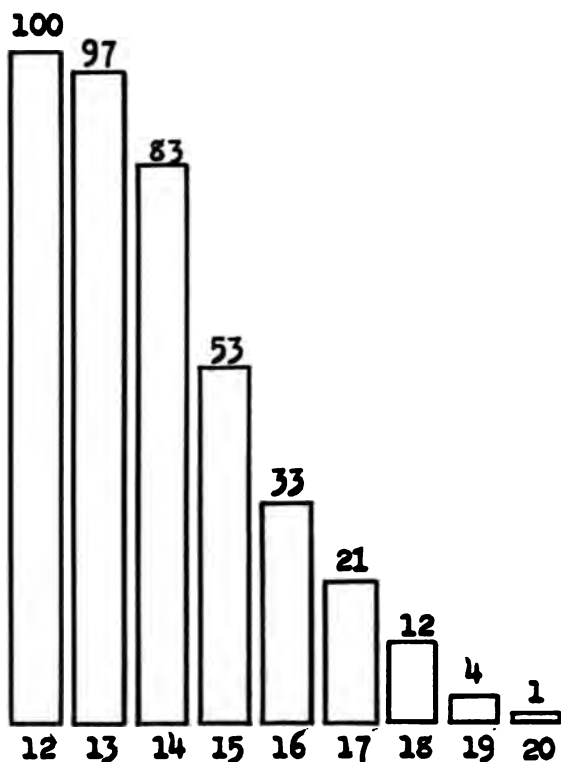


Diagram 3.—Columns represent number of pupils among each hundred beginners who remain in school at each age from 12 to 20.

There is good evidence that these figures are

substantially accurate, and if they are, they indicate serious failure on the part of the attendance officers to enforce the compulsory attendance law. If the data of the school census were accurately gathered and adequately tabulated, they would reveal the real facts with respect to the enforcement of the legal provisions for compulsory education.

GRADES AT WHICH PUPILS LEAVE SCHOOL

In June, 1915, there were nearly 86,000 pupils enrolled in the regular classes of the kindergartens, elementary schools, and high schools of Cleveland. These pupils were distributed through the grades as shown in Table 3.

The same facts are graphically shown in Diagram 4 in which the upright columns are proportionate in height to the membership of each grade.

The immediately striking feature of Diagram 4 is that the membership of the successive grades diminishes with great rapidity so that there are almost three times as many children in the first grade as in the eighth grade and nearly 10 times as many as there are in the highest class in the high school. These figures are important, but they must be used carefully for they do not at all mean what they seem to. They seem to

show that of 10 children who start in the first grade, only three remain to the eighth grade, and only one completes the high school course. In reality, conditions are far better than such a conclusion would indicate.

TABLE 3.—PUPILS ENROLLED IN THE DIFFERENT GRADES OF THE PUBLIC DAY SCHOOLS IN JUNE, 1915

Grade	Pupils
K	6,490
1	13,108
2	10,857
3	10,562
4	9,323
5	8,902
6	7,259
7	6,429
8	4,903
I	3,122
II	2,100
III	1,534
IV	1,399
Total	85,988

The first grade is bigger than the higher grades, partly because some children drop out before finishing the course, and partly because there are more younger children than there are older ones in the city, and partly because the numbers in the first grade are swelled by the presence there of some thousands of children who are repeating the work of the grade.

Careful computations indicate that the num-

bers of pupils remaining to each grade and high school class in Cleveland are substantially as shown in Diagram 5. In this diagram the upright columns are proportionate to the number of pupils among each hundred beginners

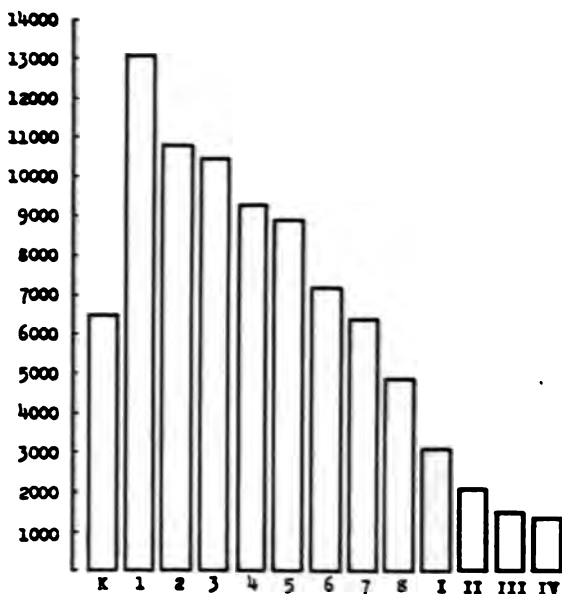


Diagram 4.—Pupils enrolled in each grade in June, 1915.

who survive to each one of the upper grades. The figures indicate that almost all the pupils complete the fifth grade. By the time the seventh grade is reached, one in five has left.

Nearly two-thirds of them reach the eighth grade. More than four in every 10 enter the high school and nearly one-half of these finish the course.

This showing is a creditable one. Few of the larger cities do better and many of them

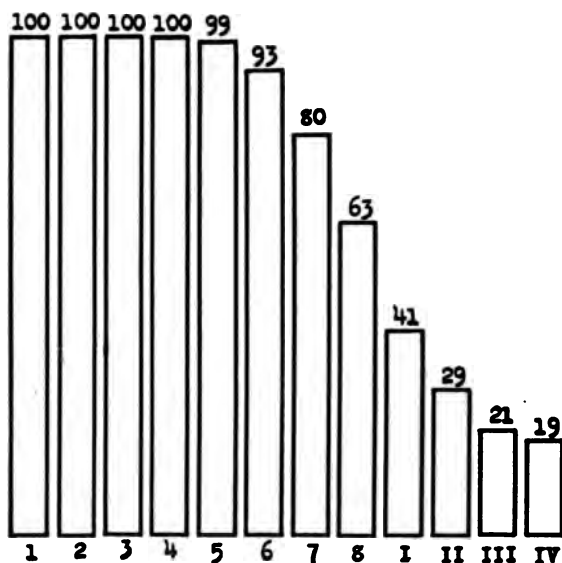


Diagram 5.—Columns represent number of pupils among each hundred beginners who remain in school at each grade from the first elementary to the fourth high.

make much poorer records. Moreover, there is clear evidence that these conditions have been rapidly improving in Cleveland during the past 10 years.

The foregoing tables and diagrams show the ages and the grades at which pupils drop out of school. Table 4 shows these facts in relation to each other. It shows for each hundred children who enter the schools the ages and the grades at which the dropping-out occurs.

TABLE 4.—NUMBER OF PUPILS AMONG EACH HUNDRED BEGINNERS DROPPING OUT OF SCHOOL AT EACH AGE AND GRADE

Grade	Age									Total
	12	13	14	15	16	17	18	19	20	
1	..	..	..	..	..	..	..	..	..	..
2	..	..	..	..	..	..	..	..	..	..
3	..	..	..	..	..	..	..	..	..	..
4	..	..	..	1	..	..	..	..	..	1
5	..	1	2	2	1	..	..	..	..	6
6	..	3	5	4	1	..	..	..	..	13
7	2	4	6	4	1	..	..	..	..	17
8	1	4	10	5	2	..	..	..	..	22
9	..	2	6	3	1	..	..	..	..	12
10	..	..	1	1	3	2	1	..	..	8
11	..	..	..	..	1	..	1	..	..	2
12	..	..	..	..	2	7	6	3	1	19
Total	3	14	30	20	12	9	8	3	1	100

In Diagram 6 an attempt is made to represent in graphic form the facts as to the dropping-out of pupils by ages and grades. In this diagram each square represents one pupil and the number in the square represents the pupil's age. The first column represents 10 typical pupils in the first grade. As these pupils ad-

vance through the second, third, fourth, and fifth grades, their ages increase as the numbers indicate.

In the fifth grade one square, representing a 14-year-old pupil, is shaded, which indicates that this pupil drops out here and so only nine are left in the sixth grade. In a similiar way other pupils drop out of each grade until only six of the 10 reach the eighth grade, and only

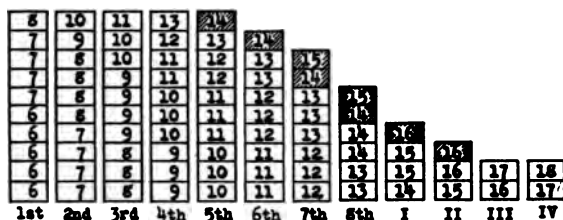


Diagram 6.—Progress of 10 typical pupils through the school system. Each square represents one child. The number represents his age. As they advance through the grades, they advance in age. The shaded squares represent those who drop out.

two complete the high school course. It is noteworthy that it is always the oldest pupils in each grade who drop out. While there are occasional exceptions, this is the rule.

REGULARITY OF ATTENDANCE

There are three common ways of presenting facts about the regularity of attendance of

school children and Cleveland uses all of them. The first and commonest way is to compare the number of children who are present and receiving instruction, with the number on the roll at that time. The resulting figure has no considerable significance because enrollment in this case means the number of children who remain on the roll after dropping from it all who have been absent as much as three days in succession, as well as all pupils whose contemplated absence is known in advance. This method automatically insures a high percentage of attendance, but gives little real information about it. In Cleveland it is used only in preparing the reports required by the state superintendent of public instruction.

The second method of counting attendance is to compare the number of children who are present with the entire number who have been on the roll for any length of time, long or short, since the beginning of the term. This method is more truly informational than the first one and is more commonly used in Cleveland. Its weakness is that it does not tell how many children have attended regularly and how many have been frequently absent. It merely gives us one percentage figure representing the attendance of all.

The third method of counting attendance is

to record the actual number of days that each child attended and then to tabulate the results so as to show the number of children who attended during the term for from 1 to 10 days, those who were present from 11 to 20 days, and so on up to those who attended every day. This makes a highly significant record and should furnish information of the most valuable sort, for regularity of attendance is a prime requisite of effective school work.

The school term ending in June, 1915, consisted of 93 school days, and Diagram 7 shows the attendance record for the pupils in the day schools during that term. The columns are proportionate in height to the number of pupils present from 1 to 10 days, 11 to 20 days, 21 to 30 days, and so on until we reach the last column which represents the children having perfect attendance.

The immediately impressive feature of the diagram is that it shows that nearly all the children are reported as having been present nearly all the time. This is the more surprising as it is quite contrary to conditions usually found in city school systems. In many cities the records show that less than three-fourths of the children are actually present as much as three-fourths of the time. Yet here we have records purporting to show that in Cleveland

the record of attendance is very much better than this.

The reason for this phenomenal showing comes to light when an examination is made of

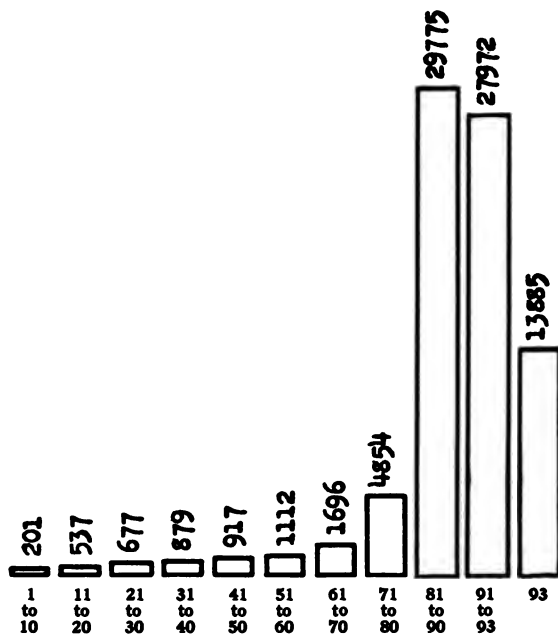


Diagram 7.—Number of pupils reported as attending day schools each specified number of days during term ending June, 1915.

the methods of counting the attendance. In Cleveland the school year is divided into two terms of 19 weeks each, out of which about six

holidays come. This leaves a school year of between 36 and 37 weeks of five days each when the schools are open.

When schools open in September, attendance is counted as perfect during the first two weeks, whether the children are present or not. At the end of the term the same practice is followed for one week. At the beginning of the second term, attendance is counted as perfect for one week, and at the end of that term it is considered perfect for two weeks more. Thus the records show perfect attendance for all children for six weeks each year, regardless of what it may actually have been. As this is nearly one-sixth of the year, the attendance figures are materially affected by the practice, and the resulting records are non-significant. What the real facts are as to the attendance in the schools of Cleveland, no one really knows. At the present time the school authorities purpose changing their methods of counting attendance so as to do away with this source of error.

CHILDREN WHO ARE MISFITS

Most children enter the elementary school at the age of six and so the first grades are largely made up of six-year-old children. If a child enters at the age of eight or nine, or if he enters

earlier but remains two or three years in one grade, he is nearly certain to become a misfit in his class. There are many such misfits in nearly all public school systems.

Their condition results from one or both of two causes. Either they enter late, or they make slow progress, or they do both. Such children often spend several years in repeating the lower grades and as a result they reach the end of the compulsory attendance period and drop out before entering the higher grades. The presence of such children produces some of the most difficult problems of school administration. They need a different kind of teaching and a different sort of treatment from the other children, and their presence renders the teacher's work harder and its results poorer.

CHILDREN WHO ARE OVER-AGE

A child who is seven years old and is in the first grade is considered as being of normal age for that grade. If he is eight or more years old, he is classified as over-age. In the same way children who are nine or over in the second grade and 10 or over in the third grade are classified as being over-age for their grades. The same rule applies to the children of the other higher grades, one year being added for each successive advancing grade.

Using these criteria, the proportion of over-age children in any school system may be readily computed. In June, 1915, there were 20,351 over-age children in the elementary grades of Cleveland, according to the investigation conducted by the Survey. This was 29 per cent of the whole number of children enrolled. As compared with conditions in other cities, this is a distinctly good showing. Four years ago the Division of Education of the Russell Sage Foundation gathered similar data for 29 other cities, using the same methods and blanks as were used in Cleveland.* Only three of the 29 cities had a smaller proportion of over-age children. In this matter the schools of Cleveland stand well.

Unfortunately, however, the figures cited are not entirely reliable. The reason for this is that the Cleveland schools follow an unusual method in recording the ages of their pupils. In this city the age of each child is recorded as being that of the birthday which falls nearest September 1 of that school year. The effect of this ruling is that children are considered as being of the same age during the entire year. According to the official figures, children enrolled in the elementary schools of Cleveland

*Identification of the Misfit Child, Bulletin No. 108, Division of Education, Russell Sage Foundation.

in June are of the same average age as they were at the opening of the school year in the preceding September. Moreover, this official age represents the children as being somewhat younger on the average than they really are.

This practice makes it impossible to compare children in Cleveland with those in other cities in the matter of the proportion that are over-age for their grades. Since the children are considered as of the same age during the entire year, but many of them are promoted from one grade to the next in the middle of the year, it follows that according to the official figures the per cent of over-age children is less during the second half of the year than it is during the first half. Thus, during the current school year the per cent of over-age children in the elementary schools during the first term was 28, while during the second term it was 25, according to the data of the Board of Education. When the School Survey attempted to gather the data on a uniform basis at the close of the year, some of the teachers followed the instructions given, while others followed the procedure to which they were accustomed. The result is that the Survey's data are valuable for considering conditions within the system, but are not reliable as a basis for inter-city comparisons.

Despite the lack of uniformity in the data gathered, the fact remains that Cleveland has a smaller proportion of over-age children in its public schools than have most other cities.

CHILDREN WHO MAKE SLOW PROGRESS

A child who has been in school four years and is in the fourth grade is classified as having made normal progress. If he has been in school only three years, he is considered to have made rapid progress, while if he has taken five or more years, he has made slow progress. Following similar rules for all of the other grades, we may classify the children into three groups according as they have made rapid progress, normal progress, or slow progress through the grades.

In June, 1915, there were 22,275 children in the elementary schools of Cleveland who had made slow progress according to the definition given. They constituted 32 per cent of the entire elementary school enrollment. In the study of conditions in 29 other cities, only nine made a better record than this. This evidence indicates that Cleveland is making considerably above the average record in the matter of carrying her children through the grades on schedule time. This is distinctly to the credit of the city school system.

CHILDREN BOTH OVER-AGE AND SLOW

If we classify all of the children according to age so as to divide them into children who are below normal age, of normal age, and above normal age for their grades, and if we again classify them according to progress into groups that have made rapid progress, normal progress, and slow progress, we shall have a three-times-three classification of all of the children into nine age and progress groups. Such a classification of the children in the elementary schools of Cleveland in June, 1915, gave the results shown in the table below. The same facts are shown in graphic form in Diagram 8, in which the figures have been reduced to a percentage basis and the circles are proportionate in size to the percentage of children in each of the age groups.

TABLE 5.—AGE AND PROGRESS CLASSIFICATION OF CHILDREN IN ELEMENTARY SCHOOLS AT CLOSE OF YEAR 1914-15

		Age for Grade		
		Young	Normal	Old
P R O G R E S S	Rapid	4,574	1,034	871
	Normal	21,262	16,637	4,136
	Slow	480	6,451	15,344

Of all the children considered in this tabulation, those who constitute the greatest problem for themselves, for society, and for the school system, are the 22 per cent who are both over-

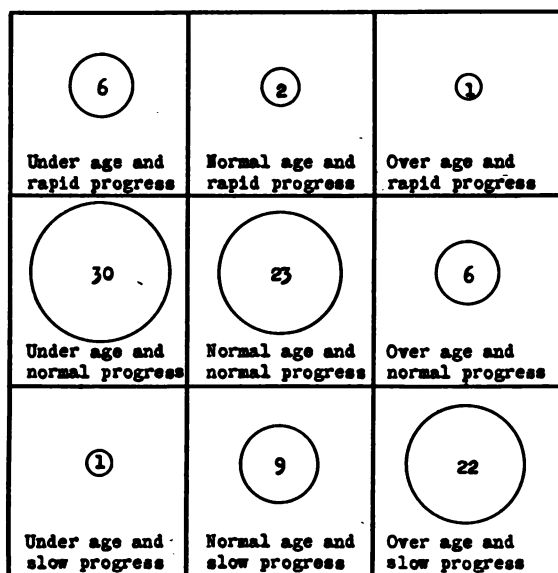


Diagram 8.—Per cent of children in each age and progress group in elementary schools at close of year 1914-15.

age for their grades, and are making slow progress. These are the pupils who appear in the lower right-hand corner of the tabulation. Unless special provision is made for them, these

are the children who clog the lower grades of the school system, largely constitute the great mass of repeaters, and finally fall out without completing the course. Frequently they leave school permanently without ever having had those studies which have been put into the curriculum for the express purpose of fitting the young people for citizenship.

The most important and effective provision which can be made to care for these children consists of an adequate system of child accounting that shall continually tell the school officials how many such children there are in each room and each building, who these children are, and why they have not gone forward with their fellows. This is a matter which can only be solved in the mass by taking care of the individuals who make up the mass.

All the schools of the city contribute some children to make up the 15,000 who are both over-age and slow, but they differ greatly in the size of their contributions. The records of the 96 elementary schools in this respect are shown in Table 6, which gives the percentage that these children are of the entire enrollment in each of the schools. At one extreme are the Kennard, Miles, and Pearl schools, with only about 10 per cent of their children in the slow and over-age group, while at the other extreme

TABLE 6.—PER CENT OF CHILDREN IN EACH ELEMENTARY SCHOOL WHO ARE BOTH OVER-AGE FOR THEIR GRADES AND MAKING SLOW PROGRESS

1. Kennard	9.5	51. Tod	21.2
2. Miles	10.4	52. Harmon	21.7
3. Pearl	10.5	53. Mt. Pleasant	21.8
4. Parkwood	11.2	54. Fruitland	22.1
5. Wade Park	11.2	55. Buhner	22.4
6. Addison	11.6	56. Clark	22.7
7. Mill	12.3	57. Fairmount	22.7
8. Central	12.6	58. Sackett	22.8
9. Case Woodland	12.6	59. Walton	22.9
10. Doan	12.9	60. Miles Park	23.0
11. Dike	13.2	61. Orchard	23.8
12. Bolton	13.7	62. Sterling	24.2
13. Fowler	13.8	63. Tremont	24.4
14. Columbia	14.2	64. Murray Hill	24.6
15. Giddings	14.4	65. Wattersson	24.9
16. South Case	14.7	66. Alabama	25.1
17. Kentucky	14.8	67. East Boulevard	25.2
18. Gilbert	14.8	68. Obeervation	25.2
19. Hough	15.3	69. South	25.5
20. Chesterfield	15.8	70. Lawn	25.6
21. North Doan	15.8	71. Stanard	25.7
22. Rosedale	16.1	72. Barkwill	25.9
23. Memphis	16.2	73. Memorial	25.9
24. Boulevard	16.5	74. Warner	26.6
25. Willard	16.5	75. Broadway	27.2
26. Outhwaite	17.0	76. Brownell	27.5
27. Huck	17.3	77. Waring	27.5
28. Quincy	17.5	78. Kinsman	27.6
29. East Denison	17.5	79. Scranton	27.7
30. Sibley	17.8	80. Nottingham	27.9
31. Hodge	17.9	81. Case	28.7
32. Woodbridge	17.9	82. East Clark	29.2
33. Woodland Hills	17.9	83. Union	29.5
34. Waring	18.0	84. Eagle	29.6
35. Washington Pk.	18.0	85. Woodland	30.0
36. Sowinski	18.1	86. Detroit	31.1
37. Landon	18.2	87. Rockwell	31.3
38. Mayflower	18.4	88. St. Clair	32.1
39. Denison	18.6	89. Rice	33.2
40. Waverly	18.9	90. Euclid Park	33.3
41. Haseldell	19.0	91. Hicks	34.5
42. Dunham	19.7	92. Mound	34.5
43. East Madison	19.7	93. Lincoln	35.9
44. Milford	19.7	94. Harvard	37.1
45. Gordon	19.9	95. Fullerton	43.1
46. Halle	20.1	96. Longwood	47.4
47. Dawning	20.2		
48. Marion	20.4		
49. Willson	21.0		
50. Moulton	21.1		

are the Fullerton and Longwood schools, with more than 40 per cent of their children in this class.

SIZE OF CLASSES

The number of children in the Cleveland classrooms ranges from 16 to 60. The average number of children in each classroom is 38. These figures represent actual attendance during the week of March 22, 1915. At that time 1,791 classrooms were in use in the elementary schools. Of these, 144 had less than 30 children in attendance, while 631 had more than 40. In some cases these conditions could be improved by transferring children from the over-crowded rooms to the less crowded ones. The distribution of the attendance in the different classrooms is shown in Table 7.

Lest any student of present educational conditions should assume that over-crowding of schoolrooms is a new problem in Cleveland, the records of former years should be consulted. In 1847 the superintendent reported that the membership of the different rooms ranged from 56 to 180, and said in his report, "No teacher ought to have charge of more than from 60 to 80 scholars—nor a greater number be congregated in one room without prejudice to the health and improvement of the children. The

**TABLE 7.—ATTENDANCE IN 1,791 CLASSROOMS IN MARCH,
1915**

Attendance	Classrooms
16	2
17	1
19	1
20	6
21	4
22	9
23	7
24	13
25	15
26	11
27	22
28	25
29	28
30	35
31	48
32	61
33	72
34	79
35	85
36	113
37	122
38	133
39	141
40	127
41	143
42	131
43	94
44	91
45	70
46	53
47	29
48	13
49	2
50	1
51	1
52	2
60	1
Total Average	1,791 38

charge of 180 scholars is altogether too great for a single teacher. It is impossible for him

to do justice to them or to himself." Again, in 1882, the superintendent reported that one-third of the children were in rooms other than the regular ones, and that of the 30 rented rooms, 11 were in churches, nine in saloon buildings, two in a stable, five in dwelling-houses, two in storerooms, and one in a society hall.

COMPULSORY ATTENDANCE

Twenty-seven years ago the people of Ohio enacted a compulsory education law. As the years have passed, this law has been amended and its provisions made stricter until it required children to attend school up to the age of 14 years, when they might obtain age and schooling certificates which permitted them to leave school and go to work. This was the status of the law in 1913.

In that year, however, this law was changed and its requirements were again made more rigid. Under the new law, which went into effect at the beginning of the school year 1913-14, boys must attend school until they are 15 years of age, and girls until they are 16 years of age. This law increased the compulsory attendance period for boys by one year and for girls by two years.

This law has now been in force for two years and data are available by which we may judge

what its practical effects have been. The records of the public schools show that there has been in the past two years an increase in the number of older children attending the public schools. Part of this increase is undoubtedly due to the natural increase in population and part of it to the new compulsory attendance legislation.

The school records enable us to measure with approximate accuracy the effects of these two sets of causes. They show that there are now more 13-year-old children in the public schools than there were two years ago, but since the new legislation did not affect 13-year-old children, this increase must be attributed to other causes than the new law. In a similar way the figures show that there are more 16-year-old children in the public schools than there were two years ago, and again the new law cannot be held primarily accountable for this increase. The 13-year-old children, who are just below the ages affected by the new law, and the 16-year-old children, who are just above the ages added by the new law, have increased in number on the average by about 10 per cent. Hence it seems fair to assume that if there had been no new law, the 14-year-old school children and the 15-year-old school children would also have increased in number by about 10 per cent in the past two years.

Instead of finding a 10 per cent increase in the past two years in the number of 14 and 15-year-old children, we find an increase of 34 per cent. In view of the facts concerning the increase in the number of younger and older children, it seems fair to assume that about 10 of this 34 per cent must be attributable to increase in population and the remaining 24 to the effects of the new legislation.

Since the new law compelled all 14-year-old boys to attend school and compelled all 14 and 15-year-old girls to attend school, we should naturally expect that it would result in considerably increasing the number of 14-year-old boys in school, but not in any marked increase in the number of 15-year-old boys. On the other hand, we should naturally expect a large increase in the school attendance among the girls of both ages. These expectations are not borne out by the facts in the case, for we find that the law has apparently been almost equally effective among the boys and the girls of both ages. It has increased the number of 15-year-old boys and girls as well as the number of 14-year-old ones and in nearly equal proportions.

Thus, in considering the effects of the law, it is best to consider the 14 and 15-year-old boys as one group and the 14 and 15-year-old girls as another group. If we do this and follow

the method suggested, we find, after making every allowance for natural increase in the school population, that the new law had resulted in bringing into the public schools of Cleveland by June, 1915, approximately 770 boys and 1,170 girls who are 14 and 15 years of age and who probably would not have been in public schools if the new legislation had not been enacted.

Table 8 shows the school grades in which these boys and girls have found their places.

TABLE 8.—APPROXIMATE GRADE DISTRIBUTION OF THE BOYS AND GIRLS WHO WERE IN THE PUBLIC SCHOOLS IN JUNE, 1915, THROUGH THE WORKING OF THE NEW COMPULSORY EDUCATION PROVISIONS

Grade	Boys	Girls
5	50	..
6	190	220
7	40	250
8	30	150
9	190	200
10	270	310
11	..	20
12	..	20
Total	770	1,170

Perhaps the most significant fact revealed by the figures of Table 8 is that a majority of the children brought into school through the new law are in the high schools. Considerably more than half the boys are found there and



nearly half the girls. In addition, the law has been effective in materially increasing the membership of the three upper elementary grades. The situation is a significant one both for the school system and for the children. Within the short period of two years, nearly 2,000 additional children have been brought into school and are being educated at a new and additional expense to the city of more than \$100,000 per year.

It has already been indicated that although the law requires one more year of school attendance for girls than for boys, the school records show that it is not being successfully enforced so far as the girls are concerned. Since there are nearly as many children in the population at the age of 14 or 15 as there are at the age of 13, we should find nearly equal numbers in school at each of these ages if none of them dropped out. In Cleveland this is far from being the case.

For each thousand boys in the public schools in June, 1915, who were 13 years old, there were 925 who were 14 years old and 653 who were 15 years old. Instead of the case for the girls being better than this, it was worse. For each thousand 13-year-old girls there were 901 who were 14 years old and 642 who were 15 years old. The law says that all 15-year-old girls

shall be in school, but in reality they leave in greater numbers than the boys, who are not required to attend at that age if they can find work and secure the necessary work certificate.

OPPOSITION TO THE COMPULSORY ATTENDANCE LAW

There is much opposition to the present compulsory attendance law. Many of its opponents want it changed so as to permit children to get their certificates and go to work at 14, as they did up to two years ago, while others would permit them to go to work at 14 only if they had completed the eighth grade.

The most potent argument in favor of this latter position is the allegation that the Ohio law requires children to attend elementary school, but does not compel them to go to high school even if they are 14 years of age or younger. For this reason, it is claimed, a child may finish the elementary school and remain for a period in idleness while he is waiting until he reaches the age of 15 and can go to work.

It is seriously to be doubted whether the law would be so interpreted by the courts if a test case were carried as far as it legally could be. The law states explicitly that all boys must attend school from the age of eight to that of

15 and that girls must go until they are 16. It appears to place on the board of education the obligation of providing suitable schools for them to attend.

In this city children sometimes complete the elementary course at the age of 11. It is most doubtful if any court would rule that such a child could not be compelled to attend school for the ensuing three or four years, and if he or she were compelled to attend school it would surely be in a high school, for the court would certainly not insist on the pupil spending these extra years in repeating the elementary grades.

Again, the new junior high schools of Cleveland include the 7th, 8th, and 9th grades. In these schools the common school branches, as mentioned in the compulsory attendance laws, are all taught. It is most doubtful if any court would rule that one of the scores of children of from 11 to 13 years of age in these schools could be compelled to attend while in the 7th or 8th grade, but freed from the obligation of continuing in the 9th grade. Moreover, these same common branches are taught in some of the regular Cleveland high schools, and the obligation to compel attendance in them would probably be upheld by law.

So far as the Survey has been able to ascertain, no competent legal ruling has ever been

made against the full carrying out of the terms of the present law. The only official expression of opinion that has been found is one made by the state superintendent of instruction on the request of the school authorities of Dayton. This opinion was that children could not be compelled to attend school after finishing the eighth grade even if they were still of compulsory attendance age. The Dayton authorities, however, did not consider this opinion binding and proceeded to require attendance until children were of the legal age to go to work. The courts sustained them in this interpretation of the law and in some cases committed to reform school truants who had completed the eighth grade but were still less than 15 years of age.

Moreover, inquiry reveals the fact that other cities of Ohio interpret the law according to its apparent intent and wording instead of claiming that it applies only to elementary schools. In Cleveland the school authorities, in conformity with the opinion of the state superintendent, have decided against enforcing the law save as applying to children in the elementary schools. In Toledo they have of late taken the same action, although they formerly enforced it against all children. In the other cities of the state they appear to have decided that the

children shall complete the attendance period specified by law and that they shall do so in the grades appropriate to their educational advancement, whether those grades be located in elementary school buildings or in high school buildings. The courts of these cities are sustaining this interpretation of the law.

Moreover, it is plain that the parents and children of Cleveland interpret the law in the same way, for the majority of the pupils whom it has brought into school are now studying in the high schools and not in the elementary schools.

Again, not infrequently, the judge of the Juvenile Court in Cleveland compels pupils to attend school regularly, even when they are enrolled in one of the high schools.

The plea that the present law should be repealed or modified in order to permit pupils to enter industrial occupations at an earlier age and thus help their parents financially rests on an even less defensible basis. There is good evidence that only a small proportion of the children are forced to leave school early on account of financial pressure at home and still better evidence that industry has no places for them that they ought to enter at the age of 14.

Less than three years ago the Cleveland Employment Bureau for Girls investigated in

detail the cases of 134 boys and girls who had left school to go to work at the ages of 14 and 15. The results showed that certainly in less than one-quarter of the cases, and probably in not more than an eighth of them, was there any condition of poverty at home which made it necessary for the child to contribute to the family support. Even where such a condition existed, the child's earnings were pitifully inadequate to help. The weekly wage was commonly from three to four dollars per week and from it had to be taken the cost of carfare and lunches, which left an extremely small margin in money earned at the cost of a very great sacrifice by the child.

The extensive industrial studies conducted by the present Survey have covered a large part of the wage-earning opportunities of the city. They have reënforced again and again the conviction that industry in this city has almost no desirable places for the boy or the girl under 16. The industries do not want the younger children save at a wage so low and at work so undesirable as to constitute a disservice rather than an opportunity.

The present legislation in regard to compulsory attendance and child labor is far from ideal. It probably would be better to do away with the present differences between the pro-

visions relating to boys and those for girls. Certainly the laws would be greatly improved by being made clearer, simpler, and more direct. Nevertheless, it seems clear that the remedy is not to be found in letting down the bars or moving backward.

Industry and business in Cleveland do not want the 14 and 15-year-old boys and girls and have no places for them. Surely the public schools are not going to say that they do not want them either and have no places for them. The solution of the problem is not through repealing the law or relaxing its requirements, but rather through providing adequate educational opportunities for all the children. A long step in this direction has been taken this year in the establishment of the junior high schools. If they can be fully developed along the lines planned for them, they will go far toward solving the problems of continuing the education of all the boys and girls up to the end of the compulsory attendance period.

WORK OF THE TRUANCY DIVISION

For the enforcement of the compulsory attendance law Cleveland employs a chief truant officer, 10 assistant truant officers, and two office assistants. The assistant truant officers are assigned to districts and required to visit

each public school in the district twice each week, and each parochial school once a week. Cases of truancy are reported to these officers and every endeavor is made by the Division to persuade the parents to send the child to school regularly. When these efforts fail, the case is reported to the Juvenile Court, between which and the Truancy Division the most cordial relations exist.

There are two serious weaknesses in the present system. The first is that there is little checking up of the work of the individual officers. They are supposed to file daily, monthly, and annual reports of their activities, but they do not always file the daily reports. Their annual reports show that some of them make more than twice as many visits to schools as do others. Some refer nearly four times as many cases to the central office as do others. Some find large numbers of children loitering on the street and place them in school, while others find almost none. In short, there is the widest variation in the work they do and the results they secure and no adequate system for checking up their work and its results. Great reliance is placed on their conscientiousness, and, while it is believed that this is merited, a more adequate check on their work would be in the interests of businesslike efficiency.

The second serious weakness of the present system of the Truancy Division is that almost its sole aim in dealing with attendance is to secure the presence in school of the children who have voluntarily enrolled. The Division does not know how many children should be in school, who they are, or where they live. It will not have this information until it devises methods for using the enumeration lists of the school census, checking them against the school lists, and looking up the children reported as living in the city but not attending school.

HEALTH CERTIFICATES FOR CHILDREN WHO GO TO WORK

According to the compulsory education law, an age and schooling certificate enabling a child to go to work cannot legally be issued until the school superintendent or his representative has received a certificate from the school physician or board of health showing that the child is physically fit to be employed in any of the occupations permitted by law for children. The records of the school physician may be substituted for a formal new certificate.

This provision of the law is being disregarded in Cleveland. Every working certificate is issued in violation of the law. The school system has

at hand unusually efficient machinery in its medical inspection service for safeguarding the health of the children whom it sends out into the world of industry, but it is neither using it nor substituting any other agency.

The work of the Division of Truancy should be improved in the matter of requiring adequate evidence that children applying for age and schooling certificates are really as old as they claim to be. The law on this point is explicit, but the practice of the local Division is most lenient. Not only as a measure of protection for the individual children, but also to comply with the law and to contribute to good citizenship, the children's birth certificates should be secured whenever at all possible. When this cannot be done, other legally valid documentary evidence should be secured.

SUMMARY

1. Each year the school census enumerates the unmarried young people between the ages of six and 21 and finds out which ones are attending public school, parochial school, private school, or no school.

2. The census returns should be tabulated so as to show how many boys and girls of each age are in each kind of school or in no school.

This would make it possible to check up the effectiveness with which the compulsory education laws are being enforced, for it would show how many boys and girls of each compulsory attendance age were not attending school. At present the returns are not so tabulated.

3. According to the evidence of the United States Census, the Cleveland school census has seriously fallen short of enumerating all of the children of school age. These shortages appear to aggregate about 79,000 in the past six years. Since the city receives about \$2.00 from state funds for each child enumerated, these shortages are equivalent to serious financial losses, amounting to more than \$150,000 in the past six years.

4. In the spring of 1915 the school census enumerated nearly 6,000 more pupils as being in the public schools than the schools reported as being enrolled at that time. The census figures should be regularly checked against the school records so as to discover the cause of such discrepancies.

5. There should be established in the offices of the Board of Education a permanent Division of School Census in charge of a thoroughly competent census clerk. This office should be charged with the duty of taking a truly complete and accurate census annually. The work of

this office should be closely co-ordinated with that of the truant officer. The office should prepare maps showing the increase or decrease of child population in the different districts of the city. This information should be used as an aid in shaping the building policy of the school system.

6. Since the city receives from the state about \$2.00 for each child enumerated, complete accuracy and efficiency in the work will result in increasing this income by an amount much in excess of the salary costs involved.

7. There is good evidence that the feature of the compulsory attendance law which requires girls to remain in school up to the age of 16 is largely inoperative. It appears that in this city girls do not stay in school longer than boys. The exact facts could be ascertained by improved school census methods.

8. The figures indicate that of each 100 children who begin school in Cleveland, practically all remain to the age of 12. By 14, one in six has left. By 15 nearly half of them have gone. By 16, two-thirds have dropped out, and by 17, only one in five remains. It appears from these figures that the compulsory attendance law is not well enforced with respect to children of the upper compulsory attendance ages.

9. The figures indicate that of each 100 chil-

dren who begin school in Cleveland, practically all complete the fifth grade. By the time the seventh grade is reached, one in five has left. Nearly two-thirds reach the eighth grade. More than four in every 10 enter the high school, and nearly one-half of these finish the course. This is a creditable showing, and these conditions are better than the corresponding ones found in many other cities.

10. In general, it is the oldest pupils in each of the upper grades who drop out before completing the course.

11. The school records indicate that pupils attend school with unusual regularity in Cleveland. These records are unreliable because in this city the children are considered as having perfect attendance during six weeks of every year regardless of whether they are absent or not. This method of counting attendance should be modified so as to show the real facts, and steps are being taken toward this end.

12. According to a study conducted by the Survey, 29 per cent of the children in the elementary schools of Cleveland are above the normal ages for their grades. This is a smaller proportion of over-age children than is found in most other cities.

13. According to a study conducted by the Survey, 32 per cent of the children in the ele-

mentary schools have made slow progress. This is a better record than is made by the average city.

14. The children who constitute one of the gravest of educational problems are those who are both over-age for their grades and are making slow progress. In Cleveland 22 per cent of the children belong to this class. There are more than 15,000 of them.

15. In some of the schools only about 10 per cent of the children are both over-age and making slow progress, while in other schools more than 40 per cent of the children are of this sort.

16. The problem of the over-age and slow pupil can only be solved by caring for the individuals who make up the mass. This involves the use of an effective system of child accounting as well as the establishment of abridged and amended courses of study for the pupils who cannot carry all of the regular work.

17. The number of children in Cleveland classrooms ranges from 16 to 60. The average number in actual attendance in each classroom is 38. Among 1,791 classrooms in use in March, 144 had less than 30 children in attendance, while 631, or more than one-third of them, had more than 40 children in attendance. Every endeavor should be made to reduce these latter figures.

THE UNIV

MAY 1 1937
MAR 03 1937